

THE CONGRESSIONAL DIGEST



Vol. I

APRIL, 1922

No. 7

THIS MONTH

A Citizenship Number
Explaining
The New Naturalization Bill
Pro and Con

A Digest of the Congressional Record for March

Tracing the Path of a Bill in Congress

Status of the Steering Committee Program

Query Column

Glossary of Legislative Terms

ANNOUNCEMENT

In presenting a bill to the public The Congressional Digest does not advocate the passage of that bill, but rather gives the facts, and both sides of the issue, that the public may be able to judge intelligently of its merits.

The new Naturalization Bill, because it comprises a complete revision of our naturalization laws, demands the careful consideration of all.

—NEXT MONTH—

A FINANCIAL NUMBER

Explaining The New Tariff Bill, Pro and Con.

The CONGRESSIONAL DIGEST

Formerly Called "The Capitol Eye"

Pro & Con

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ALICE GRAM, *Editor*

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CONGRESS

The United States Congress is composed of two branches, the Senate with 96 members and the House of Representatives with 435 members. The first session of the present, the 67th, Congress convened on April 11, 1921, recessed from August 24 until September 21, and adjourned on November 23, 1921. The Second session convened December 5, 1921, and will adjourn about July 1st, according to current predictions.

Status Of Steering Committee Program

Legislation Slated for Action in this Congress by the Republican Steering Committees of the Senate and House

Status on March 30, 1922

TREATIES

The "Yap" treaty and the six treaties negotiated at the Conference on Limitation of Armament have all been reported favorably from the Senate Committee on Foreign Affairs, to which they had been committed.

1. The "Yap Treaty," relative to the United States cable rights on the island of Yap, which was negotiated between the United States and Japan, outside of the conference, was ratified by the Senate on March 1st, without reservation.

2. On March 24, the "Four-Power Pacific Treaty" was ratified with the following reservation offered by Senator Brandegee: "The United States understands that under the statement of the preamble or under the terms of this treaty, there is no commitment to armed force, no alliance, no obligation to join in any defense.

3. On March 27 the declaration was ratified, accompanying the Four-Power Treaty reserving American rights in mandated territory, also an agreement supplementary to the Four-Power Treaty defining the application of the term "insular possessions and insular dominions" as relating to Japan.

This supplemental agreement is sometimes referred to as a treaty, but is not a separate treaty in the strict sense.

4. On March 28 the covenant of "limitation to naval armament" between our Republic, the British Empire, France, Italy and Japan was called up for consideration—also

5. The treaty between the same powers in relation to the use of submarines and noxious gases in warfare. Both were ratified the following day, March 29.

6. The "nine-power treaty," relating to principles and policies to be followed in matters concerning China—and

7. The treaty between the same nine powers relating to Chinese customs tariff were ratified on March 30.

ANNUAL APPROPRIATION BILLS

Ten annual appropriation bills and two deficiency bills have been reported to date from the House Committee on Appropriations. Their status is as follows:

1. H. R. 9237, "First Deficiency Bill for 1922," passed both Houses and approved by the President on December 15, 1921.

2. H. R. 9724, Treasury Department Appropriation Bill for 1923, passed both Houses and became a law on February 17, 1922.

3. H. R. 9859, Post Office Department Appropriation Bill for 1923, passed both Houses, sent to conference March 22, 1922.

4. H. R. 9981, Independent Offices Appropriation Bill for 1923, passed both Houses, sent to conference on March 1, 1922.

5. H. R. 10101, District of Columbia Appropriation Bill for 1923, passed both Houses, sent to conference March 8, 1922.

6. H. R. 10267, Legislative Establishment Appropriation Bill for 1923, passed both Houses and became a law on March 20, 1922.

7. H. R. 10329, Interior Department Appropriation Bill for 1923, passed both Houses, sent to conference February 27, 1922.

8. H. R. 10559, Department of Commerce and Labor, passed both Houses, awaiting signature of the President.

9. H. R. 10663, "Second Deficiency Bill for 1922," passed both Houses, became a law on March 20, 1922.

10. H. R. 10730, "Department of Agriculture Appropriation Bill for 1923, passed the House of Representatives on March 6, and is pending before the Senate Committee on Appropriations.

11. H. R. 10871, War Department Appropriation Bill for 1923, was passed by the House on March 29, 1922.

12. H. R. 11065, Department of State and Justice Appropriation Bill for 1923, was reported by the House Committee on Appropriations March 27, 1922.

Steering Committee Program

(Continued from page 3)

TARIFF

The Fordney Tariff Bill (H. R. 7456), to provide revenue and regulate commerce with foreign countries (embodying the American Valuation Plan), passed the House on July 21, 1921, and was referred in the Senate to the Committee on Finance. It is expected that the bill will be reported to the Senate the first week in April.

RECLAMATION OF ARID LANDS

S. 3254, a new reclamation bill by Senator McNary, chairman of the Senate Committee on Irrigation and Reclamation, was reported to the Senate on March 7. It reads: "To encourage the development of the agricultural resources of the United States through Federal and State cooperation, giving preference in the matter of employment and the establishment of rural homes to those who have served with the military and naval forces of the United States."

H. R. 10614, introduced by Representative Smith of Idaho, corresponding to the McNary bill, has not yet been reported from committee.

SOLDIER BONUS

H. R. 10874, the bill for the adjusted compensation for World War veterans, introduced by Representative Fordney of Michigan, chairman of the House Committee on Ways and Means, passed the House of Representatives on March 23, and was referred in the Senate to the Committee on Finance, where it is pending action.

REORGANIZATION OF THE GOVERNMENT DEPARTMENTS

Walter Brown, chairman of the Joint Commission on the Reorganization of the Government Departments, has made a preliminary report to the President, outlining recommendations for changes in the organization of the Executive Departments of the Government. As soon as the President returns the report, hearings will be held by the Commission before a final report is submitted to Congress.

MERCHANT MARINE

On February 28, 1922, President Harding made his formal recommendations for legislation affecting the American Merchant Marine, before a joint session of the Senate and the House of Representatives. On the same day a bill, S. 3217, was introduced in the Senate by Senator Jones of Washington, chairman of the Senate Committee on Commerce, to which the bill was referred, and in the House by Representative Greene of Massachusetts, chairman of the House Committee on Merchant Marine and Fisheries, to which the bill was referred.

The bills embody the President's recommendations and are practically identical. Hearings before the Joint Committees will begin on April 4th.

RECLASSIFICATION OF GOVERNMENT EMPLOYEES

The Sterling-Lehlbach Reclassification Bill (H. R. 8928), to provide for the classification of Federal employees, passed the House on December 15, 1921. On February 6, 1922, the bill was reported favorably with amendments from the Senate Committee on Civil Service to the Senate, and referred to the Committee on Appropriations for the consideration of salary schedules. Action by that committee has been delayed owing to the heavy work of handling the annual appropriation bills.

ADJUSTMENT OF FOREIGN LOANS

The Fordney Bill (H. R. 8762), creating a commission of five members, of which the Secretary of the Treasury is chairman, to adjust foreign loans, passed the House on October 24, 1921, was amended and passed by the Senate on January 31, 1922, agreed to, as amended, by the House on February 3, 1922, and approved by the President February 9, 1922.

In addition to the Secretary of the Treasury, the members of the Commission will include Secretary Hughes, Secretary Hoover, Senator Smoot, of Utah, and Representative Burton, of Ohio.

There has been some controversy in the Senate over the eligibility of the two last-named because of a clause in the Constitution which forbids a member of Congress from holding a separate office. Confirmation by the Senate is expected, however, as soon as the Treaties are disposed of.

THE AMERICAN'S CREED

I believe in the United States of America as a government of the people, by the people, for the people; whose just powers are derived from the consent of the governed; a democracy in a republic; a sovereign nation of many sovereign States; a perfect union, one and inseparable; established upon those principles of freedom, equality, justice, and humanity for which American Patriots sacrificed their lives and fortunes.

I therefore believe it is my duty to my country to love it; to support its Constitution; to obey its laws; to respect its flag; and to defend it against all enemies.—Wm. Tyler Page.

PUBLIC HEALTH LEGISLATION

Of first importance to public health legislation is the action taken by Congress on the provisions of the annual Appropriation bills which relate to the public health activities of the Government. These are listed below according to their status on March 30. In the case of the bills still in conference, the amounts allotted are subject to change.

APPROPRIATIONS FOR PUBLIC HEALTH ACTIVITIES INCORPORATED IN THE ANNUAL APPROPRIATION

Interior Department Appropriation for 1923 H. R. 10329, passed House and Senate, sent to conference February 27. Carries appropriation for—

St. Elizabeth Hospital	\$1,228,500
Freedman's Hospital	111,020
Medical treatment and hospitals for	
Indians	370,000
Columbia Institute for the Deaf.....	104,000
Medical Relief of Alaska	90,000

Total \$1,903,520

Independent Offices Appropriation for 1923, H. R. 9981. Passed House and Senate. Sent to Conference. Carries appropriation for Veterans' Bureau—

Expenses of Offices	\$34,970,974
Compensation, death and disability	160,000,000
Medical and Hospital Service.....	64,658,680
Vocational Rehabilitation	146,409,188

Total \$406,038,842

Employees Compensation Commission

\$2,641,940

District of Columbia Appropriation for 1923, H. R. 10101. Passed Senate and House. Sent to conference March 8th. Carries appropriation for—

District Health Department.....	\$203,690
Hospitals	1,921,550

Total \$2,125,240

Treasury Department Appropriation for 1923, H. R. 9724, approved February 17. Carries appropriation for—

Public Health Service.....	\$9,832,924
Hospital Construction	350,000
Quarantine Stations	37,000

Total \$10,219,924

Departments of Commerce and Labor Appropriation for 1923 H. R. 10559. Passed both Houses, waiting President's approval. Carries appropriation for—

Children's Bureau Expenses.....	\$271,040
Maternity and Infancy Act.....	1,240,000

Total \$1,511,040

Women's Bureau

\$75,000

Department of Agriculture Appropriation for 1923, H. R. 10730. Passed House, pending in Senate. Carries appropriation for—

Investigation and Eradication of Serums, Antitoxins, Tuberculosis, Etc.. \$3,554,305

Deficiency for 1922, H. R. 10663. Approved March 20. Carries appropriation for—

District of Columbia.....	\$148,000
United States Veterans' Bureau.....	93,993,112
Maternity and Infancy Act.....	490,000
U. S. Public Health Service Hospital	100,000

NEW PUBLIC HEALTH BILLS

INTRODUCED DURING MARCH

H. R. 10738, by Rep. Hayden, on March 6. A (new) bill to prohibit the transportation of peyote. Referred to Committee on Judiciary.

H. R. 10926, by Rep. Crago, on March 16. A bill to provide surgical or medical treatment for the men of the Army, National Guard, Navy, Marine Corps, Coast Guard, Public Health Service, and Coast and Geodetic Survey who have been honorably discharged from the service. Referred to Committee on Interstate and Foreign Commerce. Similar to S. 3347, by Senator France, on March 27.

H. R. 10972, by Rep. McKenzie, on March 21. A bill to readjust the pay and allowances of the commissioned and

enlisted personnel of the Army, Navy, Marine Corps, Coast Guard, Coast and Geodetic Survey, and Public Health Service. Referred to Committee on Adjustment of Pay, etc. Similar to S. 3326 by Senator Wadsworth, on March 22.

S. 3322, by Senator Elkins, on March 22. A bill to provide a site in the District of Columbia for a building for the care of tubercular pupils. Referred to Committee on the District of Columbia.

H. R. 11021, by Rep. Gilbert, on March 23. A bill for the prevention of venereal diseases in the District of Columbia. Referred to Committee on District of Columbia.

PUBLIC EDUCATION LEGISLATION

THE "NATURALIZATION AND REGISTRATION ACT OF 1922," H. R. 10860

A new bill introduced on March 11, by Representative Albert Johnson of Washington, chairman of the House Committee on Immigration and Naturalization.

This bill deals with the problem of the schooling of aliens and naturalization (the proceeding in court by which an eligible alien acquires citizenship) and should not be confused with "immigration legislation" which regulates the number of aliens to be admitted into the United States. On February 20, 1922, the House passed a joint resolution extending until June, 1923, the operation of the act of May 19, which limits the number of aliens admissible to 3 per cent of the total number of aliens of a given nationality in the United States according to the census of 1910.

HISTORY OF NATURALIZATION LEGISLATION IN CONGRESS

To establish a satisfactory and uniform rule for the naturalization of aliens, as authorized by the Constitution, has always been a hard problem for Congress. The Naturalization Law enacted by the first Congress was repealed within five years and a new law devised. In three years that law was repealed and another substituted, only to meet the fate of its predecessor four years later.

This last "uniform rule" was promptly amended and exceptions to the rule of various sorts made. For over a hundred years such a course of legislative pulling and haulings was followed until in 1905, when President Roosevelt requested Congress to codify these unrelated laws. The naturalization law of 1906 with a Naturalization Bureau to administer it was the result and constitutes the law under which aliens today become citizens of the United States. Since then ten modifications and supplementings of this law have come out of Congress, and during the war it became obvious that an entirely new system of "Americanization" would be necessary to handle the shockingly high percentage of illiterates exposed by the examination of recruits.

In the 65th Congress legislation to accomplish this was discussed and resulted in the establishment of citizenship classes in the public schools. No definite naturalization policy was reached, however. In the 66th Congress extensive public hearings were held and a substantial effort made by the House Committee on Immigration and Naturalization to deal with the whole question. Many important but

unrelated bills had been introduced in an attempt to cover the ground. Among these were provisions for the independent citizenship of married women, a matter which had been faithfully introduced and reintroduced year after year. Late in the 66th Congress the House Committee on Immigration succeeded in reporting to the House a bill which comprised all of the issues at stake. Little opposition developed to the committee bill and a special rule was granted to facilitate its passage, but in the rush of a closing Congress the bill failed to reach a vote and died with the Congress.

Upon the convening of the 67th Congress, Representative Johnson again introduced the committee bill of the previous Congress. This was followed by a succession of bills, fourteen in all, introduced by other members of the House and all bearing on the naturalization problem. In November hearings were held by the House Committee on Immigration and Naturalization, before which all the bills were pending. As a result an effort was again made by the committee to incorporate all of the naturalization bills before them into one comprehensive bill. The result was the present bill, H. R. 10860, introduced by Chairman Johnson on March 11, which was referred to the committee from which it came. Private hearings are in process before that committee and in case some of the controversial points fail to be reconciled further public hearings will be held before the bill is reported to the House for action.

Biographical Sketches of Congressmen Whose Bills are Discussed in the Current Number of the Magazine

AS PUBLISHED IN THE CONGRESSIONAL DIRECTORY, OFFICIAL PUBLICATION OF THE UNITED STATES CONGRESS

ALBERT JOHNSON, Republican, of Hoquiam, Washington, born at Springfield, Ill., March 5, 1869; printer and editor; publisher Daily Washingtonian at Hoquiam; employed in editorial capacities by the St. Louis Globe-Democrat, Washington Post, New Haven Register, Tacoma Daily News, and Seattle Daily Times. Member Sons of American Revolution, the Military Order of the Loyal Legion, and other patriotic and fraternal orders. Captain, Chemical Warfare Service, United States Army, 1918. Regent, Smithsonian Institution. Elected in 1912 to the Sixty-third, and reelected to the succeeding Congresses by substantial pluralities.

THE PRESENT NATURALIZATION LAWS IN OPERATION

Excerpts from "The Worth of Citizenship," an article by Kenneth Roberts,
published in The Saturday Evening Post

The present method of naturalization operates as follows:

An alien, having arrived in this country, may take out his declaration of intention of becoming an American citizen on the very day of his arrival, if he so wishes. This is known as his first papers. The only formality to be observed is visiting the county clerk's office, giving the clerk, under oath, certain simple facts concerning himself and his arrival, listening stolidly to a few hazy mumblings on the clerk's part, and receiving his declaration of intention.

Having done this, the alien waits for five years; for an alien must have lived in America for five years before he can become a citizen. At the end of the five years, he goes again to the same county clerk's office, and makes application for his second papers. Probably he has two witnesses with him, both American citizens and both willing to swear that they have known their friend for five or ten or twenty years.

The county clerk, however, is not impressed by the witnesses. He disposes of them with a cold shrug of his shoulders and says brusquely to the alien: "Where's your certificate of arrival?" Unfortunately, the alien has no certificate of arrival. Until he has a certificate of arrival the county clerk is not permitted to know that the alien has arrived in America. The alien himself cannot prove that he is here until he can produce a certificate which admits it. The alien and his two witnesses go back home and the trouble begins.

In order to get a certificate of arrival the alien must open negotiations with the commissioner of immigration of the port at which he landed. There is a certain routine that his application for a certificate of arrival must follow, and this is the routine, in nine dizzy zigzags:

The application goes (1) to the Bureau of Naturalization in Washington and is forwarded by the bureau (2) to the proper immigration commissioner. Too often the information contained in the application is incomplete, so the immigration commissioner sends it back (3) to the Bureau of Naturalization with a wall to the effect that the information is incomplete. The bureau ships it (4) to the alien with a demand for more information. The alien ransacks his personal belongings and forwards (5) to the

Bureau of Naturalization in Washington a large consignment of baggage checks, old newspapers, fragments of passports and miscellaneous junk. The Bureau of Naturalization transships this material (6) to the immigration commissioner at the alien's port of entry. Very frequently the information is still incomplete, whereupon the alien is instructed (7) to disgorge further information. Being unable to, he is told to report (8) to the naturalization examiner in the district in which he lives. The naturalization examiner attempts to get at the bottom of the trouble; and if he is unable to do so the alien is passed (9) to the local immigration inspector. The end of the whole business usually comes when the immigration inspector, who was Number Nine in the zigzag, takes down the alien's statement as to when he thinks he arrived, convinces himself of its truth, and issues the coveted certificate of arrival.

Under the present system, when the alien has received his certificate of arrival, he digs up his two witnesses and appears before the naturalization examiner in the district in which he lives. The naturalization examiner examines the candidate as to his fitness to become a citizen.

Ninety days after this preliminary examination, which is a total farce in many cases, the alien again digs up his two witnesses and appears in court to be made a citizen of this great and glorious country. In some courts, as has already been pointed out, the candidates for citizenship are rushed through in blocks.

Under the present law, as soon as a male alien is admitted to citizenship his wife and all the children under age who were born abroad and enter the United States before they are twenty-one automatically become citizens. None of them ever comes into court or takes the oath of allegiance. More people become citizens in this way than by applying for citizenship.

That, very briefly and sketchily, is the manner in which 350,000 aliens are admitted to American citizenship every year—first delayed and then hustled; now forced to a great expenditure of time, energy and money for a scrap of paper, and again allowed to take the greatest step of all without being obliged to exhibit either real interest or information concerning the laws or the government of the nation.

Provisions of the New Naturalization Bill

The Following Digest Comprises Direct Excerpts From H. R. 10860, Which in its Complete Form Covers 90 Printed Pages

H. R. 10860—A BILL

To provide a uniform rule of naturalization and to amend and codify the laws relating to the acquisition and loss of citizenship; to equalize the citizenship status of men and women; to establish a method for the registration of aliens for their better guidance and protection; and for other purposes.

TITLE I.—DEFINES THE TERMS USED IN THE ACT

TITLE II.—BUREAU OF CITIZENSHIP

The Bureau of Naturalization in the Department of Labor shall hereafter be known as the Bureau of Citizenship, which shall promote the welfare of the foreign-born in the United States and administer the uniform rule of naturalization and other functions authorized by this Act. The Bureau shall be in charge of a Director of Citizenship who shall be appointed by the President and confirmed by the Senate.

TITLE III.—REGISTRATION AND EDUCATION OF ALIENS

CERTIFICATES OF REGISTRATION

Every emigrant shall, before departing for the United States, obtain from a consular officer a certificate of registration; an emigrant accompanied by her husband may be included in her husband's certificate, and an emigrant under 16 years of age may be included in the certificate of another. The name, sex, race, nationality, date and place of birth, residence, ability to speak, read, or write, and occupation of each emigrant shall be entered on such certificate. And a photograph of each emigrant shall be attached thereto. No fee shall be charged for the certificate. The emigrant shall surrender his certificate of registration to the immigration officer at the port of inspection to be transmitted by the immigration officer to the Bureau.

An immigrant shall be excluded from admission into the United States if he has not obtained a certificate of registration or been included in the certificate of an accompanying emigrant.

REGISTRATION

A "registrable alien" means any individual not a citizen of the United States but who resides therein, except an individual who has served in the military or naval forces of the United States prior to January 1, 1900, or between April 6, 1917, and November 11, 1918, and discharged under honorable conditions; an individual who has resumed residence in the United States; an eligible alien whose petition for citizenship is pending at the beginning of the period of registration for the year; and a North American Indian born within the United States.

Each registrable alien shall register once each year.

A registrable alien shall register in person, except that the wife may be included in his certificate; also a registrable alien not over 18 years of age. The Secretary shall provide for the registration by others of classes of individuals unable to register in person.

The registrar shall issue to each registrant a certificate of registration.

Upon each registration, the registrar shall collect \$5 for any registrant who will be over 21 years at the end of the year; and \$3 for any registrant who will be over 18 years at the end of the year. No fee shall be collected from a registrant under 18 years, or a wife, if she is not engaged in a gainful occupation.

The payment of the fee may be deferred for such time as the Secretary may by regulation prescribe in the case of any registrant who is unable to pay the fee.

The Secretary shall appoint registrars, and fix their compensation. He may appoint public-school teachers in charge of citizenship classes as registrars.

Every registrable alien shall, upon failure to register, forfeit the sum of \$25 for each year in respect to which such failure occurs, to be collected in a civil suit. Any registrable alien upon failure to register for the year which he enters the United States may be deported.

EDUCATION

The Director is authorized to promote instruction in the English language and training in citizenship responsibilities of all individuals of foreign birth who attend citizenship classes; to disseminate information regarding the institutions of the United States Government; to cooperate with the public-school authorities for the guidance and protection, and for promoting the well-being of the foreign-born and of adult illiterate individuals by affording them full opportunity to attend citizenship classes of the public schools, to be conducted in public-school buildings, places of employment, their homes, or other suitable places, for the purpose of aiding such individuals in avoiding embarrassment due to ignorance of American laws, customs, and life, and of combating doctrines of government repugnant to the Constitution of the United States; to continue to publish the citizenship textbook and the manual for teachers, and the monthly naturalization bulletin; and to distribute the textbook to those in attendance upon citizenship classes in the public schools, and the manual to the teachers of such classes.

All fees collected shall become a fund under the control of the Secretary of Labor, to be known as the "Citizenship Instruction Fund." The fund each year shall be allocated among the public-school districts in proportion to the amount of registration fees collected from residents of the district during the fiscal year. The Director shall pay to each public-school district to which the Secretary finds that application therefor has been made; that it will be used by the public-school authorities of the district for the compensation of teachers of citizenship classes and that an equal amount will be set aside by such public-school authorities and used for the compensation of such teachers. No payment shall be made unless the Secretary finds that such citizenship classes are maintained in homes, places of employment and other places outside public-school buildings to the extent that he deems necessary for their successful conduct.

TITLE IV.—NATURALIZATION PROCEEDINGS

GENERAL REQUIREMENTS

No individual is of good moral character (within the meaning of the Act) if he is not attached to the principles of the Constitution of the United States, well disposed to the laws and the good order and happiness of the United States; is an anarchist; advocates (written or otherwise) or is affiliated with any organization that advocates disbelief in or opposition to all organized government; believes in refusing to render military service when called by the duly constituted authorities of the Government; or is a polygamist.

Exclusive, original jurisdiction of naturalization proceedings is conferred upon the present naturalization courts. A naturalization court shall have jurisdiction of the making of a declaration of intention and the filing of a petition for citizenship, of aliens residing in the territorial division of the district of such court.

An eligible alien may be admitted to citizenship if he has made a declaration of intention; resides continuously for five years in the United States and one year in the State in which the naturalization court is located; was lawfully admitted into the United States; has complied with the requirements as to registration; has been an individual of good moral character; has had an intent to become a citizen of the United States, to reside permanently within

the United States or its possessions, and to renounce and abjure allegiance to all foreign potentates, states, or sovereignties; has made and filed a petition for citizenship; is able to speak and, one year after the passage of the Act, read and write the English language understandingly; has appeared in open court and been finally ordered admitted to citizenship; has taken and subscribed to the oath required.

DECLARATION AND PETITION

The declaration of intention shall be made under oath in the office of the clerk of the naturalization court and shall be signed by the declarant. The declarant shall aver: that it is his intention to become a citizen of the United States, to reside permanently within the United States or its possessions, and to renounce absolutely all foreign allegiance, and that he is a person of good moral character.

The declaration shall state the full name, present occupation and place of residence, date and place of birth, last foreign residence and allegiance, date and place from which he emigrated, date and place of arrival in the United States, name of the vessel or other conveyance, the marital status of the declarant, and the name, date and place of birth and place of residence of husband or wife and children, if any. The personal description of the declarant shall also appear and the names and addresses of two citizens of the United States having knowledge of his fitness to become a citizen. The fee is \$2.

The petition for citizenship may be made only by an alien 21 years or over and shall be made not less than two nor more than seven years after the declaration is made. The petition shall be made under oath in the office of the naturalization court, and shall be signed by the petitioner in English.

The petitioner shall make the averments required to be made in a declaration of intention and also aver that he will support and defend the Constitution and laws of the United States against all enemies, foreign and domestic, and bear true faith and allegiance to the same.

In the petition he shall state the names of his two witnesses, and whether or not he is able to speak, read, and write the English language understandingly; whether or not he has been denied naturalization as a citizen of the United States and the grounds of such denial; the places where he has resided during the five years immediately and continuously preceding the filing of the petition, and the length of residence at each such place. The fee is \$5. The petition must be posted immediately in the clerk's office until final hearing.

HEARING AND SUBSEQUENT PROCEEDINGS

The hearing shall not be held until 90 days after the petition is first posted. It shall be held in open court and the petitioner shall be examined under oath in the presence of the judge, but shall not be heard within 30 days preceding

a general election. Examiners of the Bureau may represent the United States in any naturalization proceeding in any court.

The naturalization court may make a decree changing the name of the petitioner, if requested.

An order dismissing a petition for citizenship shall be final and conclusive, unless the petitioner or the Government appeals within 30 days after the making of the order.

The petitioner shall, in taking oath, renounce all foreign allegiance, renounce any hereditary title and any order of nobility borne by him, and swear to support and defend the Constitution and laws of the United States against all enemies.

Upon subscribing to the oath the petitioner shall become a citizen of the United States and of the State in which he resides; and upon the payment of a fee of \$5 he shall be furnished a certificate of citizenship. No oath of allegiance shall be administered to a subject of any country with which the United States is at war.

PROOF OF QUALIFICATIONS

Residence in the county and State in which the petitioner resides at the time of filing his petition for citizenship, and good moral character during such residence shall be proved only by the oral testimony at the hearing of at least two witnesses. Residence elsewhere in the United States may be proved by depositions.

No individual except a citizen of the United States is competent to testify on behalf of a petitioner for citizenship.

The Bureau of Immigration shall continue to maintain at the various ports of entry a record for naturalization purposes of each arriving individual not a citizen of the United States. Those entering prior to May 1, 1917, unlawfully, must pay \$8 head tax.

NATURALIZATION IN SPECIAL CASES

Children; military or naval service, and service on board vessels; war veterans of United States forces; veterans who have lost citizenship by oath of allegiance; war veterans of allied forces; women who have lost citizenship by marriage; individuals qualified before July 1, 1914; Porto Ricans and isolated cases.

TITLE V.—CITIZENSHIP STATUS OF MARRIED WOMEN AND OF CHILDREN

The fact that a woman is married shall not be ground for the denial of her right to acquire citizenship through naturalization proceedings, if she is an eligible alien. A woman who marries a citizen of the United States or whose husband becomes naturalized shall not thereby become a citizen. A woman citizen of the United States shall not cease to be a citizen by reason of her marriage to a man who is neither a citizen of the United States nor an individual owing permanent allegiance thereto, but who is white, or of African nativity or descent, or a North American Indian.

An individual born outside the United States, either parent being at the time of such birth a citizen of the United States, is a citizen of the United States, but if he resides in a foreign country shall lose the right to the protection of this Government after reaching the age of 19 if not recording with a United States consul his intention to become a resident of the United States, and after reaching the age of 22 taken an oath of allegiance to the United States before a United States consul.

TITLE VI.—PROCEEDINGS FOR RECOGNITION OF CITIZENSHIP

An individual who claims United States citizenship and to whom a certificate of citizenship has never been issued may institute recognition proceedings by a petition for a certificate of citizenship. The petition shall be made under oath in duplicate in the office of the clerk of the naturalization court, upon payment of a fee of \$5.

TITLE VII.—LOSS OF CITIZENSHIP

A citizen of the United States who, while in a foreign country, becomes a naturalized citizen of such country or takes an oath of allegiance thereto shall cease to be a citizen of the United States, unless taken at a time when the United States is at war, in which case the citizenship shall cease upon the termination of such war.

Upon affidavit showing good cause, the Director, or United States district attorney, may institute expatriation proceedings against any individual by suit in equity. Jurisdiction of the proceedings shall be in a naturalization court whose territorial jurisdiction includes the residence of the defendant, and the defendant shall have personal notice and 60 days thereafter for appearance and answer.

The fact that any individual not a native citizen over 18 years of age resides for two years in the foreign country of his nativity or former allegiance, or for five years in foreign countries, shall be evidence of his intent to surrender United States citizenship unless while so residing he registers as a citizen of the United States.

Any woman of foreign birth who, residing in the United States, desires to renounce American citizenship acquired heretofore by marriage or the naturalization of her husband or father, may do so and receive a certificate showing her restoration to foreign allegiance.

TITLE VIII.—MISCELLANEOUS ADMINISTRATIVE PROVISIONS

These provisions deal with the administrative machinery necessary to the proper enforcement of the law, and the direction of the various clerks of courts in naturalization matters.

Penalties for violation of the law, time of taking effect of various sections and the repeal of inconsistent and all prior naturalization laws, are included in this title.

Pro and Con Views of the New Naturalization Bill

HON. ALBERT JOHNSON, WASHINGTON

Pro

This bill redeems Republican platform pledges for the better economic guidance of alien residents, as well as pledges for independent citizenship for women. The registration plan presented is a modification of proposals made by Secretary of Labor Davis, and the fees charged are not more than the present cost of dragging two witnesses to court at the time of each naturalization.

If we can continue the present heavy restriction of immigration, and put into effect the many details of this improved naturalization system, including separate naturalization of alien women, we can 'clean house' in the United States in a manner just to ourselves and satisfactory to the great bulk of our alien population.

The bill reorganizes the Naturalization Bureau of the Department of Labor, changes its title to "Bureau of Citizenship," extends its scope and places it on an efficient and economical basis.

The bill drastically excludes enemies of our Government from citizenship. It requires each resident alien to register annually at some time between August and November, expenses of registration to be paid from an annual fee of \$5. Moneys collected as fees are to be set aside as a citizenship instruction fund under control of the Secretary of Labor for proportional allocation to public schools to pay salaries of public school teachers in citizenship classes organized for the purpose of teaching loyalty, citizenship responsibilities, and the English language. Each community receiving such an allotment is to contribute a like amount for support of citizenship classes.

The bill eliminates appearances of witnesses at naturalization hearings, thereby saving annually the useless and unnecessary cash outlay of \$7,250,000 by applicants, and the economic waste of more than \$5,750,000 which is now imposed annually on more than 350,000 citizens, employers and employees. Removal of technicalities in the present law which impose an unnecessary burden of about \$1,000,000 annually through dismissal of applications of worthy petitioners is also contemplated.

The bill provides independent naturalization of married women and retention of American citizenship by resident American women who marry foreigners. It gives uniform exemption to veterans of all wars in American forces and recognizes those serving in the forces of our allies during the World War. It ends automatic bestowal of citizenship through naturalization and marriage, and requires all to qualify and take the oath of allegiance. It raises the standard of admission to citizenship by requiring reading and writing as well as speaking the English language. It provides about \$15,000,000 from registration fee, with a like amount from participating communities, for salaries of public school teachers in citizenship classes for aliens and adult Americans in need of schooling, thus undertaking to accomplish the scientific and organized Americanization of our native and foreign born.

HON. ADOLPH J. SABATH, ILLINOIS

Con

The Johnson Bill, H. R. 10860, in its present form will make naturalization more difficult, more cumbersome and more expensive for the following reasons:

The naturalization and registration provisions will prove unfair and unjust to hundreds of thousands of alien residents of our country, many of whom own their homes and farms and whose children who have been born in this country. This class of older aliens, living on the farms and in rural districts, working on our railroads, in our mills and mines, will be unable to comply with the provision requiring that one year after this bill goes into effect no alien can be naturalized unless he is able to "speak, read and write the English language understandingly." This type of alien did not have the facilities or opportunity to learn to read and write the English language, thousands of these aliens advanced in years have been delayed in obtaining naturalization, first, on account of the war, second, because of the lack of United States judges, third, because of insufficient naturalization force, and fourth, because of the inadequate number of clerks provided in County Courts who are not employed because of the inequitable division of naturalization fees between the Government and the officials of the State Courts.

It contains other unnecessary and objectionable features, the most drastic of which is the registration provision which requires the annual registration of all aliens in the United States and the payment of a fee of five dollars, with a penalty or fine of twenty-five dollars for failure to register and, in addition, such alien may be deported. The bill therefore makes it impossible for a large number of aliens, it matters not how loyal, honest and deserving they may be, to be naturalized, and then forces upon them the requirement of annual registration. I feel that the American people are not in favor of such a policy, a system which has been in effect only in autocratic countries.

The old troublesome provision of the present law requiring the obtaining of a certificate of arrival is reinserted in this bill, notwithstanding that it frequently is impossible to find the records, which are kept in a careless, haphazard manner. The evidence of the arrival of an alien may not be furnished because he cannot remember the name of the ship or the date of his arrival; again his name may have been misspelt, and there are cases where he came in under an assumed name while fleeing from political, religious and military persecution. And despite the inability of the Department to furnish the evidence of arrival due to the reasons ascribed, yet the provision calls for the assessment of a fee of eight dollars for this purpose.

The educational test in the Immigration law has precluded the coming of many deserving illiterates and so will this bill preclude citizenship to many honest and law abiding aliens.

Pro and Con Views of The New Naturalization Bill

RAYMOND F. CRIST, Chief,
Citizenship Training Division, Dept of Labor.

Pro

By giving independent citizenship to women, by retention of citizenship by American married women, by the registration of all aliens for their better economic guidance and protection, and to hand on to posterity higher standards of citizenship throughout the whole land by providing for citizenship classes, the Johnson bill, H. R. 10860, is in accord with the policy of the Republican platform pledges to "clean house" in the United States.

This bill dignifies the naturalization court procedure by eliminating the red tape now in the law due partly to bureaucratic hidebound rules which necessitate a loss to aliens of \$1,000,000 in round numbers annually. It will work an economic saving of over \$5,500,000 annually. It will end in unnecessary cash waste now borne by the alien applicants of over \$7,000,000 (in the fiscal year 1921), in all saving a total of from 13 to 14 millions.

The Johnson bill will call for about \$15,000,000 from the communities that will receive allotments from the \$15,000,000 the bill should provide from registration fees from approximately 3,000,000 of the more than 6,000,000 adult aliens in the United States, making \$30,000,000 in all. This \$30,000,000 will be used exclusively for paying good salaries to public school teachers to teach the English language and our principles of government to all foreign born and to America's unschooled native men and women who desire it. This fund should attract the best teachers for this patriotic task, made particularly so by providing for the first time throughout the land the duties of intelligent citizenship. Coming from these two sources—the foreign born, through registration, and the native born, through the usual opportunity to equip these for everyday life and channels of taxation—this combined fund should strengthen the support of the communities by the government in their local tasks of eradicating illiteracy.

What had been attempted for a short while for the alien man, his Americanization, mainly, if not solely, get him past the naturalization tests, was then undertaken for the newly enfranchised women citizen mainly and solely for her to pass the voting tests. Nobody imagines for one fleeting second that such froth means more than that there is beneath a depth to which the country must go and in concerted action if it is to lift the womankind of America—wherever born—above the European mental contentment in ignorance.

In addition to this fund, the revenue to go into the Treasury of three-fourths of a million dollars in naturalization fees annually will be increased over two and a half times, or to about \$2,000,000. Making the citizenship law more than doubly self-supporting.

The Johnson bill, therefore, for the first time provides the machinery for a comprehensive and adequate uniform rule to accomplish the naturalization of aliens—a way for them to prepare for, and a dignified way to admit of, coming into citizenship.

SYDNEY L. GULICK, Secretary,
National Committee for Constructive Immigration Legislation.

Con

In my opinion the following provisions of the new naturalization bill are open to criticism.

The Powers of the Director of the Bureau of Citizenship. These are broadly and vaguely defined. He is apparently the sole judge of the subject matter to be included in the "Citizenship Textbook" and the "Manual for Teachers" authorized by the Bill. The exact nature and scope of his authority, moreover, in dealing with State and City "Americanization" programs and administrators is not clearly defined. His apparent blanket power might easily result in friction, confusion and collision.

Registration of All Aliens. This is a proposal which I advocated for several years. But the apparent impossibility of really enforcing such a law without establishing a system of espionage, similar to those of Germany, Russia and other lands, and the probability that registration of all American citizens also would be necessary in order to protect them from hardship of being suspected and treated as unregistered aliens, has led me to abandon its advocacy, and even to oppose the entire plan. I feel, moreover, that its enforcement would go far to destroying in the breasts of aliens their budding land stroying in the breasts of aliens their budding spirit of goodwill for and admiration of the United States as land of freedom.

Naturalization Qualifications. The standard proposed is, in my judgment, too low. Some real acquaintance with American history, institutions, general culture and especially the rights and duties of American citizens should be required. This presumably is the aim of the proposed "Citizenship Textbook." No reference, however, is made to this standard in the section dealing with "Qualifications." The "Qualifications" should be set adequately high and the opportunity and privilege of citizenship should there be given to all who qualify, regardless of race. The bill limits naturalization to "white persons" to "persons of African birth or descent" and to "North American Indians born outside the United States."

Citizenship Status of Married Women. By establishing citizenship status for married women independent of that of their husbands, while some advantages are gained, serious new difficulties are created. Grave hardships will be inflicted on alien women whose husbands become or who already are American citizens, in case the wife does not or cannot at once become an American citizen. By the law of foreign lands, her citizenship follows that of her husband, while by our law she is not an American citizen. She, therefore, will be a woman without any citizenship. Though her husband is an American citizen she can secure no passports for travel, nor receive other governmental services in property matters. On the other hand, an American woman who marries an alien will have dual citizenship. To which country does she owe loyalty and obedience—to America? or to her husband's Government? Distressing situations would surely arise in time of war.

The New Naturalization Bill as Viewed by the Foreign Language Press

Translations by Courtesy of The Foreign Language Information Bureau

ITALIAN AMERICAN REVIEW, NEW YORK (Italian—Republican)

The "alien" of today is nothing but the future citizens of tomorrow. It is difficult for us to understand why this future citizen should be made the victim of foolish persecutions in the form of unjust criticism, oppressive and restrictive laws and privations.

In Washington, Congressman Johnson (author of the restrictive immigration laws) is trying to pass a law which would compel the foreigners to register each year and to pay a yearly tax of \$5 per capita for adults and \$3 for children.

This law is worthy of Imperial Russia, and its author claims that it would "guide and protect the immigrant population of the U. S." But in effect this law would only restrict the personal liberty of those people when we are trying to induce them to become citizens.

Under the pretext of "guiding and protecting our alien population," this bill really aims at establishing a veritable pale wherein the alien will be subjected to espionage and special taxation.

This attempt at Russianizing our institutions is not calculated to please Americans, be they native or foreign-born, and may act as a boomerang at the next election if properly brought to the voters' attention.

L'OPINIONE, PHILADELPHIA, PA. (Italian—Republican)

Foreigners learn to love America and to prefer it above the country of their birth because of the noble traditions founded by Washington, Jefferson, and Lincoln, but laws such as those proposed by Congressman Johnson trample upon all true American ideals and institutions and will make it impossible for foreigners to truly Americanize themselves.

ENAKOPRAVNOST, CLEVELAND, O. (Jugoslav—Independent)

We have in Congress a bill, proposed by Congressman Johnson, which would cause greater hardship to the resident foreign born than all the immigration laws. This law would require registration of all foreign born during five years. So instead of making naturalization easier, they want to cause still greater difficulties.

THE DAY, NEW YORK CITY (Jewish—Non-partisan)

The ostensible purpose of this bill is "to aid and assist aliens to become naturalized." A brief review of the outstanding features of this bill shows that the statement of its purpose is simply insult added to injury.

The bill arranges for the immigrant to register once a year until he becomes a citizen. Perhaps the intention of this is to make him feel at home. In czarist Russia, in militarist Germany, and other countries animated by the same spirit, foreigners also had to register frequently.

As a further "aid and assistance to naturaliza-

tion" the said foreigner must be able to speak, read and write the English language understandingly. We do not see why there should be demanded more of the foreigner than of a good many native-born. We also wonder whether United States Senators squabbling about the meaning of a treaty signed by four of them can be accused of being able to read and write the English language understandingly.

We would further ask whether they have the command of an additional language at their disposal as the immigrant has?

An additional inducement to the immigrant to love Uncle Sam is an increase of seven dollars in the cost of naturalization.

Another piece of moral suasion is the new arrangement by which the foreign wife of a citizen does not acquire her husband's nationality, but must naturalize separately. In this the United States will be even in advance of old Germany and Russia, for there the wife of a citizen is automatically declared a citizen, too. Thus a new-made citizen who brings his wife to this country will have to wait five years before the other half of his family is naturalized.

It must be said plainly that measures of this kind are offensive to every sense of decency. They are simply manifestations of a superiority—in plain language, bullying. They add absolutely nothing to the value of the new citizen; but they do contrive to hurt every feeling of self-respect and dignity in the foreigner. They are altogether unworthy of a country with our reputation for liberal principles.

AMERICANIZATION

Many people believe that Americanization and naturalization signify the same thing. They are wrong. Americanization means good citizenship, Naturalization means the acquisition of political rights and duties.

La Sentinella (Italian-Republican) Bridgeport, Conn.

A DIGEST OF THE CONGRESSIONAL RECORD

(Official Publication of the United States Congress)

Debate and Action in the Senate and House during March

Senate

MARCH 1, 1922

ACTION

By a vote of 67 to 22 ratified, without reservations, the treaty between the United States and Japan, confirming American cable and radio rights on the island of Yap.

Adopted a partial conference report on the Interior Department appropriation bill.

MARCH 2, 1922

DEBATE

The Democratic attack on the four-power Pacific treaty was begun by Senator Hitchcock, ranking minority member of the foreign relations committee.

Senator Borah (Rep.) of Idaho, and Senator France (Rep.) of Maryland, also spoke against the pending treaty.

MARCH 3, 1922

The day was consumed in discussion of the proposed enlargement of the appropriations committee to conform to the new budget system.

Agreed to the conference report on the legislative appropriation bill.

MARCH 4, 1922

DEBATE

The proposed change in the rules consolidating all appropriating powers in an enlarged appropriations committee to conform to the new budget system was under discussion throughout the day without final action.

MARCH 4, 1922

DEBATE

Began debate on ratification of the treaties negotiated at the Washington conference.

ACTION

A favorable report was ordered on a resolution requested by President Harding authorizing the executive to appoint a commission to represent America at the centennial exposition of Brazil at Rio de Janeiro next September. (S. J. Res. 173.)

MARCH 7, 1922

DEBATE

Senator Kellogg (Republican), Minnesota, addressed the Senate in support of the four-power Pacific treaty.

ACTION

The District appropriation bill was passed practically as reported by the committee.

Passed House bill directing the housing corporation to wind up its affairs.

MARCH 8, 1922

DEBATE

The four-power Pacific treaty.

Pro

Senator Lodge, chairman of the foreign relations committee, told the Senate the treaty's main purpose was to abrogate the Anglo-Japanese alliance and that its other provisions bound the United States to do no more than talk over future controversies in the Pacific.

Senator Fletcher (Democrat), Florida, supported the treaty, declaring that "surely there can be no objection to such an alliance as eliminated the probability of disputes and the causes of war."

Con

Alluding to Senator Lodge's plea for ratification of the treaty "in the name of peace and humanity," Senator Watson (Democrat), Georgia, declared the language of the Republican leader might well have been borrowed from Woodrow Wilson's league of nations addresses.

House

MARCH 1, 1922

ACTION

By a vote of 264 to 20 passed the Senate bill extending indefinitely the time during which draft evaders and deserters from the army and navy during the world war could be prosecuted.

Agreed to the conference report on the bill enabling the Secretary of War to complete the acquisition of title to certain tracts of land taken over during the war. The measure now goes to the White House.

MARCH 2, 1922

DEBATE

Rep. Fess, of Ohio, chairman of the Republican congressional committee, in an extended speech reviewed the accomplishments of the Harding administration.

Rep. Garner, of Texas, replying briefly, asserted that the Republican party had failed to bring prosperity to the farming and industrial communities, and declared that 4,000,000 men were now hunting for employment because of business depression.

MARCH 3, 1922

ACTION

Without a record vote passed the second deficiency appropriation bill, carrying approximately \$108,500,000, the largest item being \$94,000,000 for the veterans' bureau.

By a vote of 47 to 20 rejected an amendment which would have made \$150,000 available for production of helium, a noninflammable gas for dirigibles.

MARCH 4, 1922

Not in session.

MARCH 6, 1922

ACTION

Disposed of business on the Calendar for Unanimous Consent.

DEBATE

Motion was made and rejected to suspend the rules and pass S. 2897 for the purchase of seed for farmers in drought-stricken areas.

MARCH 7, 1922

DEBATE

Devoted the day to general debate on the agricultural appropriation bill.

MARCH 8, 1922

ACTION

Amended and passed H. E. 4382 to provide for the application of the reclamation law to irrigation districts.

MARCH 9, 1922

DEBATE

Continued consideration of the bill making appropriations for the Department of Agriculture during the fiscal year beginning July 1 next.

Put back into the bill the \$360,000 item for free seed which was cut out by the committee in framing the measure.

MARCH 10, 1922

DEBATE

Continued consideration of the agricultural appropriation bill.

ACTION

By a vote of 99 to 82 passed a bill authorizing a \$1,000,000 appropriation for the purchase of seed grain for farmers in drought-stricken areas of the Northwest.

As previously approved by the Senate, the bill carried a \$5,000,000 appropriation, so the difference must be adjusted in conference before the measure goes to the White House.

Senate

Senators Borah, of Idaho, and France, of Maryland, (Republicans), and Robinson (Democrat), Arkansas, also joined in attacking the treaty.

MARCH 6, 1922

DEBATE

Senator Robinson, of Arkansas, and Senator Reed, of Mo., spoke at length against the four-power treaty, with Senators Lodge and Underwood defending.

ACTION

Passed the appropriation bill carrying \$18,754,205 for the support of the Department of Commerce and \$6,972,320 for the support of the Department of Labor.

MARCH 10, 1922

DEBATE

Renewing his charges that the four-power Pacific treaty was negotiated in secret, Senator Robinson (Democrat), Arkansas, reiterated his demand to know "who wrote the treaty."

The bill to create eighteen additional Federal judges was then taken up, and Senator Cummins made an extended speech explaining its provisions, but did not conclude.

During a brief reference the Muscle Shoals project in debate Chairman Norris, of the agriculture committee, announced that he was preparing for submission to his committee a bill creating a government-owned corporation empowered to develop and operate the nitrate and water power projects.

MARCH 11, 1922

DEBATE

Senator Underwood, of Alabama, member of the American delegation to the arms conference, spoke at length in support of the four-power Pacific treaty.

ACTION

Passed the Sterling bill extending civil service retirement privileges to government employees appointed by executive order, the measure being designed to meet conditions resulting from a decision of the Attorney General.

Passed the second deficiency bill, carrying a total of \$136,895,000, of which \$73,714,000 is for the veterans' bureau in vocational rehabilitation of former service men.

Adopted a resolution appointing a special committee of five senators and five representatives to attend the ceremonies accompanying the arrival, March 30, at New York, of the transport Cambria with the last of the American soldier dead for burial in home soil.

MARCH 13, 1922

DEBATE

Discussion of the four-power treaty extended over a period of five hours, Senator Borah speaking for two hours in his first extended speech on the treaty.

Senator Johnson, of California, and Senator Robinson, of Arkansas, also spoke against the treaty.

ACTION

Passed the McNary bill (S. 3140) authorizing the Secretary of the Interior, in his discretion, to extend for two years from next December the time of payment of construction and water charges on Federal irrigation projects.

MARCH 14, 1922

DEBATE

Resumed the consideration of the four-power treaty Senator McCumber (Rep.), of North Dakota; Senator Lenroot (Rep.), of Wisconsin, and Senator Williams (Dem.), of Mississippi, spoke in support of the treaty with Senator Shields (Dem.), of Tennessee; Senator Watson (Dem.), of Georgia, and Senator Robinson (Dem.), of Arkansas, leading the attack.

ACTION

In its first roll call on any issue of the four-power Pacific treaty the Senate rejected, by a vote of 55 to 30, the amendment by Senator Robinson (Democrat), Arkansas, designed to extend the benefits of the pact to nonsignatory nations whose interests are affected.

House

MARCH 11, 1922

DEBATE

Confined to consideration of the agricultural appropriation bill.

MARCH 13, 1922

DEBATE

General Debate was centered on the Focht bill regulating the pawn broking business in the District of Columbia.

ACTION

Passed the agricultural appropriation bill carrying approximately \$35,000,000. The free seed appropriation won by a vote of 173 to 142. The bill as sent to the Senate is about \$4,000,000 under last year's appropriations.

MARCH 14, 1922

DEBATE

Considered the army appropriation bill.

Chairman Anthony, of the subcommittee which framed the army appropriation bill, opening general debate on the measure, declared the committee was able to reduce expenditures by stopping up "a number of rat holes," the chief of which were the use of large numbers of troops in Hawaii and the Panama Canal Zone.

Representative Sisson, of Mississippi, ranking Democrat on the committee, announced a movement to further reduce the enlisted strength to 100,000.

MARCH 15, 1922

ACTION

Considered the conference report on the independent offices appropriation bill, the House insisting, 153 to 80, on its disagreement to a Senate amendment providing \$1,500,000 for acquisition of a site for an addition to the government printing office.

Agreed to the conference report on the deficiency appropriation bill, carrying more than \$130,000,000, including about \$74,000,000 for the veterans' bureau.

MARCH 16, 1922

DEBATE

General debate on the army appropriation bill.

ACTION

Passed and sent to the Senate a resolution under which approximately 2,400 aliens admitted temporarily to the United States prior to March 7 in excess of the 3 per cent quotas would be permitted to remain here permanently.

MARCH 17, 1922

DEBATE

Discussing the army appropriation bill, Chairman Kahn, of the military affairs committee, warned the House that a reduction in the size of the army to 115,000 enlisted men and 11,000 officers, as proposed by the appropriations committee, would be "altogether too drastic a cut at this time."

Protesting against the proposed reduction in the size of the regular army, Mr. Dallinger (Republican), Massachusetts, declared some members of Congress were showing a willingness to forget the lessons of the war.

Representative Greene (Republican), Vermont, protested against the proposed reduction in the officer strength of the army.

Republican Leader Mondell approved the reduction made by the committee and contended that efficiency would not be sacrificed.

ACTION

Passed a resolution authorizing the military affairs committee to visit and make a personal survey of the Muscle Shoals project, the sale of which is now under consideration by that committee.

MARCH 18, 1922

DEBATE

Continued consideration of the army appropriation bill, under the five-minute rule for amendments.

Senate

MARCH 15, 1922
DEBATE

Unanimous consent agreement was reached under which voting, without debate, shall begin on any amendments or reservations to the four-power Pacific treaty March 24, and after all proposals are disposed of the vote shall immediately be taken, without debate, on the ratification of the treaty itself.

ACTION

Passed a resolution extending for 25 years the time within which Austria may redeem the \$50,000,000 loan for famine relief.

Rejected a proposal by Senator Pittman (Democrat), Nevada, designed to permit participation of outside nations in international conferences over controversies arising in the Pacific.

MARCH 16, 1922

DEBATE

Four-Power Treaty

The only speech on the treaty was made by Senator Reed (Democrat), Missouri, who asserted that the whole conference program had been misrepresented to the public.

ACTION

Adopted the conference report on the appropriation bill for the Departments of Commerce and Labor.

Adopted the compromise conference report appropriating \$1,500,000 for purchase of seed grain for the aid of farmers in the crop-failure area.

Passed the Capper bill providing for the creation in the District of Columbia of a board of accountancy.

MARCH 17, 1922

DEBATE

Withdrawal of American troops from the Rhine and payment for the expenses was the subject of a general discussion, participated in by Senators Lodge, Underwood, Borah, Robinson, Poindexter and Norris.

Discussing the four-power Pacific treaty, Senator Willis (Republican), Ohio, supporting the pact, declared there was a propaganda being carried on in this country to convince the people that this treaty is an alliance and that if it is ratified the independence of the United States will be destroyed.

The fight against ratification was continued by Senators France, Johnson (Republicans) and Watson (Democrat) Georgia.

MARCH 18, 1922

DEBATE

Debate continued throughout the day on the four-power Pacific treaty, with Senators Borah and Johnson, Republicans, and Robinson, Democrat, opposing, and Senators Jones, of Washington, and Capper, Republicans, favoring it.

ACTION

Senate agreed to the committee's recommendation inserting in the postoffice bill the item of \$1,900,000 for continuing the New York-San Francisco air mail route.

MARCH 20, 1922

DEBATE

Charges of an unwritten agreement between the United States and Great Britain to act together in any case arising under the four-power Pacific treaty brought on a storm of debate precipitated by Senator Borah.

Majority Leader Lodge and Minority Leader Underwood, both members of the American delegation, denied the assertion, and said there was no truth in it so far as they knew.

ACTION

Passed the postoffice appropriation bill, carrying \$623,773,000, which is \$63,309,000 more than as passed by the House, \$50,000,000 of this increase being for Federal highway aid.

House

MARCH 20, 1922
ACTION

Passed the bill, already approved by the Senate, specifically writing into the retirement law the pension rights of 80,000 government employees, which a recent ruling by the Attorney General declared were void because they had come into the service through executive order and not through civil service examination.

The measure now goes to the White House for the President's signature.

MARCH 21, 1922

DEBATE

Continued consideration of the army appropriation bill, approving a provision in the measure which calls for a reduction by next July 1 in the number of regular army officers to 11,000.

ACTION

Defeated, 180 to 40, an amendment proposed by Representative Sisson (Democrat), Mississippi, to decrease the army officer strength to 9,000.

By a vote of 142 to 68 the House had previously rejected an amendment by Chairman Kahn, of the military affairs committee, to provide pay for 13,000 officers during the coming fiscal year.

An amendment by Representative Hull (Republican), Iowa, proposing an officer strength of 12,000 also was defeated, the vote being 115 to 65.

MARCH 22, 1922

DEBATE

Continued consideration of the army appropriation bill, approving provisions for reduction in the enlisted strength of the regular army to 115,000 by July 1 next.

An amendment proposed by Representative Sisson (Democrat), Mississippi, to cut the enlisted personnel to 100,000 was rejected.

Also an amendment proposed by Representative Quin, Mississippi, reducing the enlisted personnel to 50,000.

By a vote of 84 to 45 defeated an amendment by Chairman Kahn, of the military affairs committee, providing pay sufficient for 143,000 men, exclusive of 7,000 Philippine scouts, the number for which the War Department asked Congress to provide.

MARCH 23, 1922

ACTION

After heated debate, passed and sent to the Senate the soldiers' bonus bill, by a vote of 333 to 70. This was 64 more than the two-thirds necessary for the passage of the measure under suspension of the rules.

Representative Mills (Republican), New York, declared the bill violated the very fundamentals of sound government finance by making no provision for meeting the obligations, while Representative Thomas (Democrat), Kentucky, predicted the measure would "die in the Senate, as the other bonus bill did."

MARCH 24, 1922

DEBATE

Continued consideration of the army appropriation bill, eliminating from the measure provisions which would have required the withdrawal of certain regular army troops from China, Hawaii, the Panama Canal Zone and Germany by July 1 next.

MARCH 25, 1922

DEBATE

The day was spent in consideration of the army appropriation bill without final action on important items.

MARCH 27, 1922

ACTION

After more than three hours of heated debate, by a vote of three to one, the \$27,635,260 item in the army bill for rivers and harbors improvements was increased to \$42,816,661.

Senate

MARCH 21, 1922

DEBATE

Continued heated debate of four-power Pacific treaty.

ACTION

Committee changes approved yesterday caused by the retirement of Senator Kenyon resulted in making Senator Borah, of Idaho, chairman of education and labor; Senator Edge, of New Jersey, chairman of interoceanic canals, and Senator Lenroot, of Wisconsin, transferred from military affairs to appropriations. Senator Rawson, successor of Senator Kenyon, becomes a member of the military affairs and education and labor committees as his most important assignments.

MARCH 22, 1922

DEBATE

With debate on the four-power Pacific treaty limited to one hour for each senator after 3 p. m., a flood of oratory began immediately after convening and continued until late in the evening after a recess for dinner.

MARCH 23, 1922

DEBATE

Met at 11 o'clock and after a recess until 8 o'clock for dinner held a night session for the delivery of speeches on the four power Pacific treaty.

MARCH 24, 1922

ACTION

Ratified the four-power Pacific treaty by a vote of 67 to 27, which was four more than the necessary two-thirds.

The committee reservation adopted incorporates in the treaty this language: "The United States understands that under the statement in this preamble or under the terms of this treaty there is no commitment to armed force, no alliance, no obligation to join in any defense."

The soldier bonus bill was received from the House and referred to the finance committee.

MARCH 25, 1922

DEBATE

Validity of the ratification of the four-power Pacific treaty was challenged by Democratic opponents, who argued that the Senate failed to act on the "declaration" relating to domestic questions.

Speaking in support of the pending ship subsidy measure, Senator Ransdell (Dem.), of Louisiana, pleaded for freedom from the "vassalage" in which foreign shipping companies have held Southern ports, which, he said, could be obtained through the pending legislation.

MARCH 27, 1922

DEBATE

The five-power treaty for limitation of naval armament was taken up and made the unfinished business.

ACTION

Ratified the supplemental four-power Pacific treaty defining the application of the term "insular possessions and insular dominions" by a vote of 73 to 0.

By a vote of 53 to 20 rejected an amendment designed to exclude the island of Sakhalin from the scope of the treaty.

Adopted without a roll call, as a reservation proposed by Senator Lodge, the original declaration signed by the arms conference delegates when they approved the four-power pact excluding "domestic questions" from the scope of the treaty.

Agreed to the partial conference report on the Interior Department appropriation bill and further insisted on Senate amendments in dispute.

MARCH 28, 1922

Recessed at 5:15 p. m. as a mark of respect to the late Representative Parrish, of Texas.

Senator Lodge opened discussion on the naval treaty with a speech explaining its provisions. Senator Underwood also spoke in support of the treaty.

Five hours of debate revealed practically no opposition to the treaty, although there were expressions of disappointment from some Democratic senators that the treaty did not go further in the direction of both land and sea disarmament.

House

Met at noon and adjourned at 12:05 p. m. as a mark of respect to the late Representative Parrish, of Texas.

MARCH 25, 1922

ACTION

Passed the army bill, carrying a total of approximately \$288,000,000, and directing that by July 1 next the enlisted strength of the army shall be reduced to 115,000 men and the number of officers decreased to 11,000.

The Senate joint resolution authorizing a 25-year extension for payment by Austria for the \$25,000,000 worth of flour purchased through the grain corporation was adopted by a vote of 142 to 50.

DEBATE

Pro

Representative Longworth (Republican), Ohio, in presenting the resolution said it released Austrian assets pledged for payment to the United States, if substantially all of the other or creditor nations waived similar liens upon Austrian assets. The loan, he said, rested upon an entirely different basis from the allied loans and no interest had been paid because Austria lacked income sufficient to meet her own government expenses.

Con

In his attack on the resolution Representative Garner, Texas, ranking Democrat on the ways and means committee, declared there was no information to be laid before Congress respecting the need of postponement. He insisted its passage would set a precedent "which will return to plague Republicans in handling the allied debt."

MARCH 30, 1922

DEBATE

Gave the day to consideration of H. R. 10864, a bill to promote additional hospital facilities for exservice men and women.

Republican leader Mondell and Democratic leader Garrett engaged in a political tilt as to the "harmony" existing between the President and Congress.

MARCH 31, 1922

ACTION

Passed H. R. 10864, a bill appropriating \$17,000,000 for additional hospital facilities for war veterans. Under the provisions of the bill the Director of the Veterans Bureau is given charge of all the hospital construction and remodeling, heretofore under the Treasury Department.

Senate Continued

MARCH 29, 1922

By a vote of 74 to 1 ratified the five-power naval disarmament treaty. The single negative being cast by Senator France (Republican), Maryland.

Ratified the poison gas and submarine treaty by a vote of 71 to 0.

The Chinese policy treaty was made the unfinished business, with the treaty relating to Chinese tariffs the next and last to be considered.

MARCH 30, 1922

DEBATE

Senator Dial (Dem.), of S. Car., made a speech opposing the proposed ship subsidy bill.

MARCH 31, 1922

ACTION

By a vote of 66 to 0 ratified the treaty relating to principles and policies to be followed in matters concerning China, popularly known as the "open door" policy.

The nine-power treaty, relating to Chinese customs tariff, was ratified by a vote of 53 to 1, Senator King (Dem.), Utah, alone voting in the negative.

The above action concluded consideration by the Senate of the six treaties negotiated at the Arms Conference.

DEBATE

Resumed consideration of the bill to provide additional United States judges without taking action.

ACTION

Agreed to the conference report on the Interior Department Appropriation Bill.

Tracing the Path of a Bill in Congress

By HON. WM. TYLER PAGE

INTRODUCED

The process followed when a measure is introduced in the House may be briefly described. The bill is first dropped, let us say, by Mr. X into a basket on the clerk's desk known as "The hopper." The Speaker's clerk goes through the batch of new bills, and assigns the X bill to the committee having jurisdiction. The bill is numbered and proper records are made of its introduction and the bill is sent to the Government Printing Office, where a number of copies of it are struck off. The copies are deposited in the Document Room of the House, where they are procurable by the members.

IN COMMITTEE

The committee considers the bill at one of its periodic meetings and decides either to report it in its original form or to report it with amendments. Sometimes extensive hearings on the bill are accorded its friends and opponents. Let us assume that the committee approves the X bill either with or without amendments. It is then reported to the House by the committee, with a recommendation that it be passed.

ON THE CALENDAR

The Clerk receives it and refers it and the report to the Calendar. If it is a public bill involving a charge of money or property, it is referred to the Calendar of the Committee of the Whole House on the State of the Union. If it is merely a public bill, it goes to the House Calendar, and if a private bill to the Private Calendar. More records of it are now made, and if it has been amended in committee, another batch of copies is printed, carrying the Calendar number and showing the proposed amendments.

TAKEN UP

Numerous are the ways provided by the House rules for taking up a bill, once it is on a Calendar, depending upon its nature, whether privileged or not. It may

be taken up by unanimous consent, may be called up on Calendar Wednesday by direction of the committee reporting it, may be passed under suspension of the rules, may come up on certain days if it is a private bill, or may take precedence over other bills if it is an appropriation or revenue bill. And if in the view of the Rules Committee the bill deserves prompt and special consideration that committee may bring in a rule for its immediate consideration and prescribe the terms under which it may be considered, overriding all rules save the rule for a motion to recommit.

DEBATED

Ordinarily the duration of the debate is determined by the importance of the measure. The discussion is generally opened by the chairman of the committee in charge, and unless a specified time has been set for debate, it is ended by a motion for the "previous question."

SENT TO THE SENATE

The X bill being passed, that fact is certified by the Clerk of the House, and the certified copy is carried by him to the Senate, where, after certain formalities, it is received by the Vice President and by him referred to the Senate committee having jurisdiction of the subject matter. Here it undergoes another process of examination.

IN SENATE COMMITTEE

The Senate committee, in turn, is at liberty to shelve or "pigeon-hole" it, to approve as it stands, or to make amendments of its own. If approved or amended, the X bill is reported in due time to the Senate.

RETURNED TO HOUSE

If passed by that body, it is returned to the House. If the bill has been amended by the Senate and the House accepts the amendment, that ends the matter and the bill is signed by the Speaker and

the Vice President and is presented by the Committee on Enrolled Bills to the President for his approval or rejection, as the case may be.

IN CONFERENCE

But if, on the other hand, the House disagrees to the Senate amendments, the Senate is so informed and if it still insists upon its amendments, each branch appoints representatives to a joint conference committee, which is charged with the duty of compromising the differences between the two bills. The committee nearly always reaches an agreement, and its report is almost invariably confirmed by the vote of the two branches.

EXCEPTIONS

This is an outline of the progress of an ordinary measure to final adoption. In the case of bills of major importance, as, for example, a general tariff bill, not only the House Ways and Means Committee, to which such legislation is confided, but the Senate Finance Committee, which exercises a corresponding function for the upper branch, holds public hearings for the discussion of the legislation in hand. It sometimes happens that the Senate and House committees are far apart in their final conclusions as to the details of grave measures, and in such cases a heavy responsibility is intrusted to the conference committee. More and more, in both Houses, the powers of conference committees are being curtailed.

POSTSCRIPT

The X bill has a happy fate, compared with the great mass of bills submitted. Much of the time of the committees is given to the rejection of bills, and the committee rooms are, as has been intimated, the graveyards of a very heavy percentage of the Congress offerings. But once a bill escapes from the committee into the House it is disposed of with clock-like precision.

QUERY COLUMN

*Answers by HON. WM. TYLER PAGE,
Clerk of the House of Representatives of the United States Congress.*

In this Department Mr. Page Answers Inquiries Submitted to the Magazine on Legislative Procedure in Congress.

Address all Queries to The Congressional Digest, Munsey Building, Washington, D. C.

Query: Will you explain the "Calendar" system as used in Congress?

Answer: A rule of the House provides: "Calendars shall be printed daily." Here the plural is used. Because in the House there are, in fact, five Calendars, namely:

First. A Calendar of the Committee of the Whole House on the State of the Union, (called "Union Calendar") to which shall be referred bills raising revenue, general appropriation bills, and bills of a public character directly or indirectly appropriating money or property;

Second. A House Calendar, to which shall be referred all bills of a public character not raising revenue nor directly or indirectly appropriating money or property;

Third. A Calendar of the Committee of the Whole House (called "Private Calendar") to which shall be referred all bills of a private character;

Fourth. A Calendar for Unanimous Consent. After a bill which has been favorably reported shall be upon either the House (No. 3) or the Union Calendar (No. 1) any Member may file with the Clerk a notice that he desires such a bill placed on the Unanimous Consent Calendar. This calendar is called on the first and third Mondays of each month.

Fifth. A Calendar of Motions to Discharge Committees. Before motions on this calendar can be reached it is necessary to dispose of business on the Unanimous Consent Calendar and of motions to suspend the rules. Consequently it is never reached, and is therefore practically obsolete.

The printed publication embracing these five classifications is captioned "Calendars," and contains also information showing the "Unfinished Business," "Bills in Conference," and "Bills through Conference," "Status of Appropriation Bills," and a cumulative, chronological index of bills and action thereon from the time reported from committees.

In the Senate the "Calendar of Business" embraces "General Orders," i. e., bills and resolutions reported from committees; bills and resolutions "Under Rule IX" which have been passed over;

"Subjects on the Table;" "Resolutions over under the Rule," "Bills in Conference," and "History of Appropriation Bills."

Query: When is the term "Unfinished Business" applied to legislation?

Answer: What is unfinished business in the House, to be resumed the succeeding day or subsequently, depends upon the nature of the business and upon other conditions. Certain business pending at adjournment is not the unfinished business the day or session next following, and may never recur.

In general the unfinished business which may come up on the next day is that on which the previous question has been ordered and, pending a vote the House adjourns, the exception being in case of a proposition unfinished on a Tuesday which goes over until Thursday, because Calendar Wednesday is religiously devoted to business on the House and Union Calendars and can be dispensed with only by unanimous consent or by a vote of two-thirds.

Business unfinished on "District of Columbia Day," the second and fourth Mondays, goes over until another of such days. Likewise, motions to suspend the rules, on which a second has been ordered, go over until such motions are again in order, namely, on the first and third Mondays.

Private bills considered on Friday, unless the previous question be ordered, in which case a bill would come up on the next legislative day;

A bill going over from one Calendar Wednesday to another under a call of committees, the committee calling up the bill being entitled to the floor on two Wednesdays;

Because the rule says of this class of unfinished business: ". . . all other unfinished business shall be resumed when the class of business to which it belongs shall be in order under the rules."

Business unfinished at the termination of a session (not daily) goes over until the succeeding session with its status undisturbed. But all business unfinished at adjournment sine die of a Congress falls, and must be presented de novo in the next or succeeding Congress.

THE GLOSSARY

By HON. WM. TYLER PAGE

Clerk of the House of Representatives of the United States Congress

AN EXPLANATION OF THE LEGISLATIVE TERMS APPEARING IN THIS NUMBER

A LEGISLATIVE MEASURE

of the superior class is designated "Bill," as distinguished from a Resolution. When a bill is finally enacted, it is then called "An Act." This also is true officially of a bill that has passed but one of the two Houses of Congress; but the term "bill" usually follows a measure throughout its legislative processes to final approval by the President, when it becomes "An Act" and is so designated in the compiled statutes. A House of Representatives bill is designated thus—H. R. 1, etc. A Senate bill, S. 1, etc.

PUBLIC BILLS

relate to public matters and deal with individuals only by classes. Bills relating to the revenue, to the tariff, to appropriations, to public lands, to the courts, etc., are classed as public bills.

A PRIVATE BILL

is a bill for the relief of one or several specified persons, corporations, institutions, etc. It has been the practice in Congress to consider as private such as are "for the interest of individuals, public companies or corporations, a parish, city, county, or other locality."

A BILL IS INTRODUCED

when it is presented to the Senate or the House of Representatives. The rules of the House require that the bill merely be dropped in a basket beside the desk of the Speaker while the House is in session. The rules of the Senate require that a Senator, when introducing a bill, arise and verbally announce his intention and the subject of the bill, after which a page boy takes the bill to the desk of the Vice President, who is presiding officer of the Senate.

A BILL IS REFERRED TO COMMITTEE

having jurisdiction of the subject matter. Reference is made in the case of public bills by the speaker and in the case of private bills by the clerk.

A BILL IS AMENDED

when it is changed in any particular, either in committee or while the bill is under discussion on the floor of either House. Committees may recommend amendments but the House must agree to them before they become a part of the bill.

A BILL IS PASSED

when either House finally votes to pass it. When passed by one House it is sent to the other.

A BILL IS ENACTED INTO LAW

when it shall have been approved by the President or allowed to become a law without his approval, not having been returned with his veto to the House in which it originated within ten days.

APPROPRIATION BILLS

known as general appropriation bills, twelve in number, appropriate revenue for the support of the Government. These bills have certain privileged status to insure prompt consideration.

A RESOLUTION

serves the purpose of one House or the other in matters of interest to the House in which it is employed. A House Resolution is designated thus—H. Res. 1, etc. A Senate Resolution is designated S. Res. 1, etc.

A JOINT RESOLUTION

is a development of modern practice which does not differ in any respect from a bill so far as the processes of Congress in its consideration are concerned. It must pass through the same travail to which a bill is subjected, except in the case of a joint resolution proposing to amend the Constitution, which does not require the approval of the President.

COMMITTEES OF THE SENATE AND HOUSE

are necessary in order to expedite the work of Congress. There are sixty-two committees of the House and thirty-four in the Senate. The chairman and a majority of the members of a committee are always members of the party in control of the House of which the committee is a part.

COMMITTEE HEARINGS

are opportunities offered proponents and opponents of a bill to furnish the committee with information and views concerning the necessity or effect of the bill it is considering. Sometimes, as is frequently the case with bills affecting the executive departments, committees hold secret hearings, but in most instances the hearings are public. Official stenographers make reports of these hearings which are afterwards printed for use of the committee.

COMMITTEE REPORTS

are recommendations made by committees to the House or Senate concerning the bill which has been referred to them. The rules of the House require that committee reports be made in writing. In the Senate Committees may report either verbally or in writing.

FLOOR OF THE HOUSE (OR SENATE)

means within the bar of that body where the actual business of consideration and voting takes place.

PARTY MEASURE

is one for which the Members of a political party are committed as distinguished from a measure supported by individuals of each party.

THE LEGISLATIVE CALENDAR

is the printed list of bills in the order of their report from committee. (See Page 18.)

THE STEERING COMMITTEE

is made up of leading members of the majority party, selected by the party Committee on Committees and ratified or confirmed in party conference. This Committee formulates the program of business and the order in which it shall be considered.

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